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Country programme outline for the Democratic Republic of the Congo (2003-2005)*

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information have delayed submission of the present document.

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I. Situation analysis

1. This cooperation framework was established by the Government of the Democratic Republic of the Congo and the United Nations Development Programme (UNDP), in a participatory process initiated on 15 February 2002 and led by a working group composed of experts from the Government, UNDP, civil society and the private sector. The process has required inputs from various development actors, in particular the organizations of the United Nations system and various development partners in the country. Moreover, the formulation of the new cooperation framework drew inspiration from the strategic areas of the United Nations Development Assistance Framework (UNDAF), which is currently being finalized.

2. The Democratic Republic of the Congo has for several decades been confronted with a multifaceted crisis exacerbated by two successive wars, which have led to a de facto partition of the country into three zones controlled respectively by the Government and two rebel groups. This situation has created enormous economic difficulties that have in turn considerably worsened the living conditions of most Congolese.

3. The Congolese economy has been declining steadily. In 2000, the gross domestic product (GDP) fell by 6.2 per cent and growth is projected to decline by -4.3 per cent in 2001. The decline in production basically reflects a decrease in activities in the goods (-5.9 per cent) and services (-12.8 per cent) sectors between 2000 and 2001. A relatively discouraging regulatory and macroeconomic framework and the resultant low level of private investment largely account for this decline.

4. Poverty has worsened since the 1970s, and in particular during the political transition of the 1990s. In 1998, the monetary poverty index was 70 per cent. Certain vulnerable social groups, especially children, women and the elderly, are the ones most affected by poverty. Thus, women's GNP per capita ($648 in current terms) is almost half that of men ($1,117). The *Human Development Report 2001* estimated for the country's human development index at 0.429, which ranks it 142nd in the world, among the countries with very low human development.

5. Human development trends show sharp contrasts. Monetary poverty was deepened in particular by poor administrative and economic governance. On the other hand, the impact of human poverty has been attenuated thanks to community dynamics and the informal sector. This fact justifies the decision to include the promotion of governance and grass-roots capacity-building (small and medium-sized enterprises, microfirms and communities) in the main programme activities.

6. Available statistics do not adequately reflect the acute development problems that the rapidly spreading HIV/AIDS pandemic, with its devastating impact on economic and social activity, creates for the country. According to the Coordination Bureau's estimates published in 2000, the HIV infection rate among adults aged 15 to 49 is 5 per cent. These estimates are far below the real life national situation: some regions of the country, in particular those affected by conflict, have a prevalence rate of 25 to 35 per cent.

7. Conflicts have also affected the environment: since 1994, the influx of refugees and displaced persons has caused considerable damage to the country's wildlife parks and vegetation, causing serious problems of erosion, deforestation,

poaching and overexploitation of natural resources, including mineral deposits in the parks.

8. Nevertheless, signs of an end to the crisis in the short and medium terms have been noticeable since January 2001, with the advent of new authorities and in light of commitments made in various areas: resumption of the Lusaka Ceasefire Agreement process, and peace-making efforts with the different belligerents in cooperation with the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). The Inter-Congolese Dialogue held under this Agreement should permit the establishment of transitional institutions for a 30-month period, at the end of which elections will be organized at all levels.

9. As a first step in redressing in a sustainable manner the economic situation described above, the Government has followed up the Enhanced Interim Programme (EIP), which was completed in March 2002, with the Emergency Multisector Rehabilitation and Reconstruction Project (EMRRP) 2003-2005, drawing on the guidelines laid down in the Interim Poverty Reduction Strategy Paper (I-PRSP), which focus on three "pillars": (a) restoring peace and good governance; (b) ensuring macroeconomic stabilization, rehabilitation and pro-poor growth; and (c) strengthening community dynamics.

10. The EIP implemented from June 2001 to March 2002 allowed the Government to halt hyperinflation, liberalize the economy and stabilize the macroeconomic framework. These accomplishments led the World Bank and the International Monetary Fund to approve on 12 and 13 June 2002, respectively, credits of the order of $450 million under the Economic Recovery Credit and $750 million under the Poverty Reduction and Growth Facility.

11. The country is one of the most heavily indebted poor countries and its foreign debt stock is assessed at about $13 billion as at 31 December 2001. Debt servicing currently stands at 800 per cent of export earnings and therefore constitutes a major handicap to the country's development.

II. Past cooperation and lessons learned from experience

12. The events that occurred in the country in the 1990s disrupted the UNDP programming process and hindered the formulation and adoption of a formal cooperation framework. Nevertheless, UNDP assistance was not interrupted: it continued on a project-by-project basis, focusing on two areas: (a) governance, with special emphasis on modernizing public administration and supporting institutional and economic reforms; and (b) poverty alleviation, consisting in particular of agricultural sector support, environmental protection and the development of social sectors (basic education, primary health care and combating HIV/AIDS).

13. The 1998-2001 programme review conducted in 2001 confirmed the relevance of these areas of concentration in light of the Government's priorities and the context at the time. UNDP assistance during the programme period was considered beneficial in that it permitted support for the Government in drawing up strategies, action plans and programmes in important sectors such as the environment, agriculture and management of development, the private sector and social sectors (education, health, HIV/AIDS, women and housing). Also, provincial monographs

were prepared which will be used for planning and scheduling activities at the provincial level.

14. The advocacy that was conducted throughout the period, based in particular on the first National Human Development Report, led to the national ownership of governance, the fight against poverty and gender issues. These subjects now form an integral part of national programmes (I-PRSP and EMRRP).

15. It is primarily through the provision of support for grass-roots communities, the reconstruction and rehabilitation of socio-economic infrastructure that UNDP activities have had and continue to have a definite quantitative and qualitative impact on beneficiary target groups in terms of income improvement, access to social services (health and education) and the quality of life.

16. Generally speaking, the following lessons can be drawn from the implementation of the UNDP cooperation programme: (a) the programme approach and the participatory approach have proven to be effective means of integrating development action (promotion of strategic partnerships, resource mobilization, and national ownership of programmes and projects designed to ensure that their achievements are sustainable); (b) the advocacy that was launched on the basis of completed studies and analyses (national and world human development reports, poverty profiles and field-tested initiatives) made it possible to rapidly take sustainable human development issues (governance, gender and poverty alleviation) into account in national debates and programmes; (c) activities in support of rehabilitation and grass-roots community initiatives undertaken in areas affected by conflict and natural disasters have proven the relevance and effectiveness of a crisis-resolution strategy based on the humanitarian aid-development continuum; (d) owing to the paucity of resources, it is necessary to focus on advisory and support activities and concentrate on a small number of areas of support; (e) weak capacities and ignorance of rules and procedures have prevented the widespread use of the national execution modality; and (f) the lack of a coordination and consultation framework has inhibited the development of synergies and complementarities among the activities of the various development partners and between their activities and those carried out by the Government.

III. Proposed programme

17. The 2003-2005 programme was drawn up by the Government in cooperation with UNDP and in consultation with the country team. Several national agencies, civil society, the private sector and bilateral and multilateral partners contributed to its elaboration. The programme's content also reflects the development objectives adopted at the Millennium Summit. Furthermore, the emphasis on competitiveness issues is in keeping with the guidelines of the New Partnership for Africa's Development.

18. With respect to the priorities set out in I-PRSP, EMRRP and the UNDP priority themes, the priority areas of activity in this programme are governance, poverty alleviation and the crisis resolution strategy. The third area is justified by the current crisis in the country, which calls for a targeted response.

19. In order to enhance the synergy and impact of their activities, the United Nations agencies have drawn up, in close collaboration with the other development

partners, a Common Country Assessment (CCA) which serves as a basis for UNDAF, currently being finalized. UNDAF comprises five strategic areas of activity for the United Nations system in the country, namely: poverty alleviation; governance and human rights; the fight against HIV/AIDS; peace and security; and rehabilitation and emergency assistance. UNDP will contribute to each of these areas of activity, which are included in the three major objectives adopted in the current country programme. UNDP has also decided to tie the programme to the 2003-2005 triennium in order to streamline, complement and gradually harmonize programming cycles with the other United Nations funds and programmes (the United Nations Population Fund, World Food Programme and United Nations Children's Fund).

Governance

Promotion of the rule of law

20. UNDP will, as a matter of priority support: (a) the promotion of the reconciliation and peace process at the community level; (b) the electoral process and the establishment of democratic institutions; (c) the promotion of local governance in support of the decentralization process; and (d) the promotion of a culture of human rights.

Building capacities for development management

21. The UNDP contribution will focus on: (a) modernizing institutions and public services and streamlining procedures; (b) building national capacities for policy, strategy and programme elaboration; (c) supporting the Government in coordinating efforts to mobilize resources for the implementation of EMRRP 2003-2005; (d) support for the competitiveness of the national economy, particularly in the sector of small and medium-sized enterprises and industries, through the promotion of productivity factors (quality and new information and communication technologies (ICTs)); and (e) promoting access to ICTs in order to ensure more efficient public services and a streamlined management of urban areas with the participation of inhabitants.

Poverty alleviation

Contribution to poverty reduction

22. The present programme will seek to provide support for: (a) drafting of the final PRSP; (b) establishing a poverty monitoring unit and developing poverty monitoring indicators; (c) implementing development policies, plans and strategies through sectoral consultations in basic social services (health, education, housing, employment and environment); (d) establishing pilot programmes in self-management in urban and rural areas, and introducing tools and structures designed to ensure that they are sustainable and can be replicated on a larger scale; and (e) advocacy through the dissemination of the National Human Development Report by ensuring greater involvement of development partners (civil society, universities and research centres).

Support for the fight against HIV/AIDS

23. The UNDP contribution will be in the following areas: (a) assisting the Government in the implementation of policies and plans to combat HIV/AIDS; (b) strengthening the institutional framework established to combat the pandemic; (c) providing support for the holding of sectoral consultations in the fight against the pandemic; and (d) generating synergies and complementarities among development partners through forums for joint debates such as the Joint United Nations Programme on HIV/AIDS.

Crisis prevention and resolution strategies

Reconstruction, rehabilitation and reintegration

24. UNPD assistance in the area of crisis prevention and resolution focuses on: (a) support for the reintegration and socio-economic resettlement of displaced persons and former combatants; (b) rehabilitation of basic social infrastructure (health centres or health infrastructure, schools, drinking water sources, agricultural feeder roads and community welfare centres) in areas affected by wars or disasters; (c) building the capacities of national crisis and natural disaster prevention agencies; and (d) community capacity-building in areas stricken by conflict or natural disasters.

25. The Government and UNDP are opting for a new vision of results-oriented cooperation. The results and resources framework annexed hereto accordingly sets out specific objectives and mandatory results for the programme.

26. To heighten the impact of the activities envisaged, the strategy for implementing the present programme will focus on the following main areas: (a) concentrating on a small number of priority areas with a strong potential for measurable change and impact; (b) continuing and strengthening the programme approach in order to promote the effective integration of development activities and foster the establishment of strategic partnerships and the mobilization of resources; and (c) developing advocacy and advisory services for the establishment of an institutional framework that includes the multidimensional aspects of poverty and governance in a context of sustainable development.

27. To achieve the foregoing, the present programme will put emphasis on: (a) disseminating and exploiting field-tested experiences with a view to their assimilation and widespread application; (b) ensuring through the establishment of mechanisms and structures capable of internalizing the entire design-to-implementation process that project and programme achievements are sustainable; (c) the search for sustainable partnerships and the mobilization of resources through mediation between the Government and its main partners; (d) developing synergies and complementarities through the establishment of joint forums for meetings and discussions on a number of projects and programmes with the same development objectives (thematic groups, steering committees and consensus-building frameworks); and (e) the inclusion of gender, HIV/AIDS, ITC and capacity-building issues (all cross-cutting themes) in the three priority focus areas. Owing to their scope and impact, some of these themes will be covered by specific subprogrammes.

IV. Programme management, monitoring and evaluation

28. The national execution modality will be implemented according to the planning, programming and management capabilities available at the national level. The mixed outcomes achieved during the previous programme period call for a systematic effort to build national capacities in the area of national execution.

29. To that end, and in order to ensure greater control over projects/programmes by national bodies, UNDP will support the Government with respect to: (a) providing training in the national execution and programme approach modality; (b) establishing a national execution unit; (c) routinely adopting the participatory and partnership approach in its dealings with non-governmental organizations; (d) technical cooperation among developing countries; (e) the Transfer of Knowledge through Expatriate Nationals (TOKTEN); (f) using the United Nations Volunteers Programme (both national and international volunteers); (g) using experts of the Subregional Resource Facility (SURF); and (h) using organizations of the United Nations system according to their comparative advantages.

30. A monitoring and evaluation system that uses the intended outcomes and indicators of outcome adopted for each area of support in the strategic results framework will be developed to manage this programme. For this purpose it is necessary to develop appropriate tools and to establish reliable data collection mechanisms and an efficient statistical information system.

31. Programme performance evaluation will be conducted on an annual basis by means of the tools listed in the strategic results framework. The programme will also be the subject of a mid-term review. In addition to the monitoring and evaluation modalities, thematic and impact assessments will be conducted under the resident coordinator system. Such exercises will be used to readjust, if necessary, programme objectives on the basis of the final content of UNDAF and developments in the national context.

32. To make up for the substantial decline in core UNDP resources, it is envisaged that additional resources will be mobilized for the implementation of the programme. The strategy for the mobilization of resources will be based on: (a) broader and more intensive policy dialogue and support for the organization of sectoral or thematic consultations; (b) actual collection of national counterpart contributions to programme funding and the gradual introduction of cost-sharing with the Government; (c) the search for partnerships with the private sector, foundations, and multilateral and bilateral donors; and (d) drawing on the thematic trust funds set up by UNDP. The third area of activity, concerning the reconstruction and rehabilitation efforts that will require considerable financing, will be funded mainly from resources other than TRAC 1 and 2.

Annex

Results and resources framework

Strategic area of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Intended outputs*	*Resources by strategic area of support (In thousands of US dollars)*
Governance				**15 750**
Strengthen the capacities of governance agencies				
Institutional and regulatory framework, electoral systems and procedures	Many more citizens participate in the electoral process	– Democratic institutions in place and emergence of a State governed by the rule of law – Stronger and effective governance institutions	– Enhanced national capacities for the organization and monitoring of elections – Network for the promotion/protection of human rights expanded and strengthened	*Regular resources*: 3 500 *Other resources*: 1 500
Enhanced social cohesion based on participatory governance, sound institutions and community dynamics at the local level				
Decentralization and resource-allocation policies at the regional and local levels	Establishment of a legal and institutional framework for decentralizing power and management	– Involvement of the population in decision-making – Increased transparency, efficiency and effectiveness in delivering public goods and services	– National decentralization strategy formulated and approved – Pilot decentralization programme implemented and evaluated at the provincial and territorial levels	*Regular resources*: 2 000 *Other resources*: 1 500

Strategic area of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Intended outputs*	*Resources by strategic area of support (In thousands of U.S. dollars)*
Efficient and accountable public administration				
Efficient and transparent management in public administration bodies	Improved efficiency and equity in the provision of public services	– Strengthened, restructured and efficient key public institutions – Coherent and coordinated data processing environment (legislation/regulations, hardware and software, connectivity) – Number of public services and users with access to NICTs	– Institutional audits conducted – Programmes on economic reforms and administrative restructuring formulated – National data processing plan developed and supported – Staff trained and analytical and optimization tools in place	*Regular resources*: 5 000 *Other resources*: 2 250
				14 617
Poverty				
Human and financial poverty issues in a national strategic framework				
Development and implementation of macroeconomic and pro-poor policies and strategies	Poverty reduction strategies, plans and programmes developed with the participation of the poor	– Better insight into poverty and coherent strategies and programmes – Raising of the poverty threshold and alleviation of human poverty	– Methodological tools for understanding, analysing and monitoring poverty developed and internalized – Poverty monitoring unit established	*Regular resources*: 2 500 *Other resources*: 600

Strategic area of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Intended outputs*	*Resources by strategic area of support (In thousands of US dollars)*
Development of a global strategy to prevent and combat the spread of HIV/AIDS	Build institutional capacities to plan and implement multisectoral strategies to reduce the spread of HIV/AIDS and its socio-economic impact	– Objectives of the National AIDS Programme (NAP) reflected in sectoral programmes – Substantial increase in resources mobilized – Number of persons with access (i) to medication and care (ii) to information and to prevention, counselling and monitoring services	– Planning/coordination, advocacy, resource mobilization and free medical care functions of NAP strengthened	*Regular resources*: 2 567 *Other resources*: 300
Resources (human, physical and financial) earmarked for the poor increased and protected				
Development of income-generating activities	Reform of regulatory framework for promoting access by the poor to (physical and financial) factors of production	– Enhanced access by the poor to microfinance services and to sustainable means of subsistence	– US$ 1.6 million worth of microcredits to allocated grass-roots community associations	*Regular resources*: 6 350 *Other resources*: 2 300
Environment				**9 100**
Environmental management and development of sources of energy with a view to the security and improved living conditions of the poor				
Institutional framework for environmental management and development of sources of energy	Improved capacities of national and sectoral authorities for the planning and implementation of approaches to integrated environmental management and to the development of sources of energy to meet the needs of the poor	– Environmental protection aspects effectively reflected in poverty reduction programmes	– National Environmental Action Plan implemented – Legal framework for environmental management revised	*Regular resources*: 2 300 *Other resources*: 6 800

Strategic area of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Intended outputs*	*Resources by strategic area of support (In thousands of US dollars)*
Gender				**1 500**
Improvement of the status of women through the implementation of international resolutions				
Development and implementation of action plans to improve the status of women (application of Beijing recommendations) and of resolutions adopted in all conferences on gender (cross-cutting theme of the other CRS theme areas)	National action plan for the advancement of women adopted, implemented and evaluated jointly by the Government, Parliament and civil society on the basis of a precise time schedule	– Integration of overall objectives for the advancement of women into sectoral programmes – Increase in the amount and proportion of resources mobilized for activities for the advancement of women – Increased participation by women in the decision-making process at the national and local levels	– Support for the programme for the advancement of women with respect to the following aspects: information on the status of women (gender database), capacity-building and women's participation in the decision-making process, poverty alleviation among women	*Regular resources*: 1 500 *Other resources*: 0
Mitigation of crises and natural disasters. Viable rehabilitation and crisis resolution processes				**19 400**
Conflict prevention, peace-building and viable rehabilitation in post-crisis countries				
Rehabilitation process at the grass-roots community level	Resettlement of war-affected population groups (repatriated persons, persons displaced by war)	– National DDRRR (Disarmament, Demobilization, Reintegration and Resettlement or Repatriation) Programme formulated and implemented – Number of persons resettled in better living conditions	– At least 10,000 former combatants and their families economically and socially reintegrated into host communities – Support provided for the crisis resolution efforts of 300,000 persons – Urbanization plan drawn up for the city of Goma	*Regular resources*: 1 000 *Other resources*: 8 200

Strategic area of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Intended outputs*	*Resources by strategic area of support (In thousands of US dollars)*
	Institutional capacity for crisis and natural disaster prevention strengthened	– Number of national agencies for crisis and natural disaster prevention strengthened	– Establishment of a network of national agencies with at least one agency active in high-risk areas	*Regular resources*: 950 *Other resources*: 850
	Accelerated rehabilitation in a post-crisis economy	– Living conditions of the population groups concerned improved – Trade between and among communities restored	– Basic socio-economic infrastructure, including agricultural feeder roads, health centres and schools rehabilitated – 100 community-inspired microprojects financed in conflict areas	*Regular resources*: 2 500 *Other resources*: 5 900
Total				***Regular resources***: **28 167** ***Other resources***: **32 200** ***Total***: **60 367**